

January 15, 2009

To: Key Stakeholder Agencies

From: Toll Bridge Program Oversight Committee Re: Gateway Park Area Visioning Conference II

To build on the success of the first Visioning Conference held July 2008, the Toll Bridge Program Oversight Committee (TBPOC) invites you to the Gateway Park Area Visioning Conference II scheduled for February 4, 2009.

At the Visioning Conference I, decision makers endorsed the following four action items:

- extend the geographic scope of the Gateway Park Area (GPA)
- · develop a scope of work for a "Master Access Plan"
- · expand Working Group membership
- · develop a public outreach plan

Over the last six months, the Working Group has made progress in preliminary planning activities by expanding the geographic scope of the GPA and Working Group membership, drafting a timeline of projects in the GPA to show the interconnection between them, researching case studies from around the country and world, and developing a draft scope of work for a Master Access Plan. The purpose of Visioning Conference II is to provide decision makers an update of these activities as well as to engage a discussion regarding the next steps.

The conference is scheduled for Wednesday, February 4, 2009, from 10:00am to 12:00pm, and will be held at the Caltrans Mission Bay Office at 325 Burma Road in West Oakland. Lunch will be provided after the conference. The conference participants will include many, if not all, of the participants from the first conference:

- Honorable Ron Dellums, Mayor of Oakland,
- · Will Travis, Executive Director of San Francisco Bay Conservation and Development Commission (BCDC),
- Pat O'Brien, General Manager of East Bay Regional Park District (EBRPD),
- · Joseph Wong, Port of Oakland,
- Edward McCormick, East Bay Municipal Utility District (EBMUD),
- Henry Gardner, Association of Bay Area Governments (ABAG),
- Christine Monsen, Alameda County Transportation Improvement Authority (ACTIA),
- Susan Moore, U.S. Fish and Wildlife, and the
- · TBPOC.

In this packet you will find material to inform and inspire you in preparation for Visioning Conference II.

We look forward to seeing you on February 4.

Sincerely,

Will Kempton, Chair

Director

California Department of Transportation

Steve Heminger

Executive Director

Bay Area Toll Authority

John F. Barna, Jr.

**Executive Director** 

California Transportation Commission

### Agenda

#### Visioning Conference II - Gateway Park Area (GPA) Wednesday, February 4, 2009 10:00am-12:00pm Mission Bay Office, 325 Burma Road, Oakland 10:00 - 10:05 Purpose of Conference · Camille Tsao, Facilitator 10:05 - 10:15 Welcome · Will Kempton, Chair, Toll Bridge Program Oversight Committee · Mayor Ron Dellums, City of Oakland Action Plan from Visioning Conference I 10:15 - 10:30 • Brad McCrea, BCDC 10:30 - 11:00 Gateway Park Area Project Updates

• Caltrans Maintenance Complex Dan McElhinney, Caltrans

Dan Lindheim, City of Oakland

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Bob Doyle, East Bay Regional Park District (EBRPD)

City of Oakland Army Base Redevelopment

• Caltrans Bicycle/Pedestrian Pathway Alec Melkonians, Caltrans

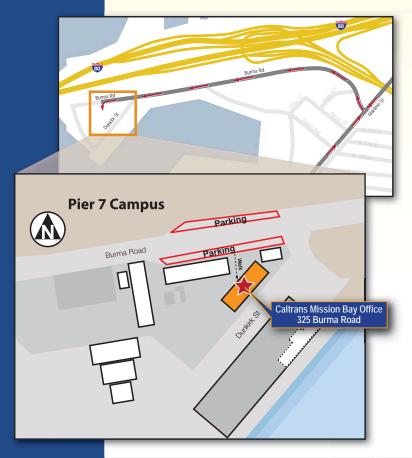
Port of Oakland
 Delphine Prévost, Port of Oakland

 East Bay Municipal Utility District (EBMUD)
 Edward McCormick, EBMUD

11:00 - 12:00 Next Steps

 Gateway Project Study Report Andy Fremier, BATA

Lunch to be served following the Visioning Conference



GPA Planning Update ANNING UPDATE

It has been nearly a year since the inception of the Working Group when key stakeholders in the vicinity of the future Gateway Park came together to share information and discuss opportunities for collaboration. A key early-on decision was to convene our policy leaders to provide direction in the blurring of boundaries, and to envision and plan for a thriving, vibrant waterfront park and redevelopment area. At the first Visioning Conference held in July 2008, it was agreed that the GPA warrants a "world-class" vision and implementation plan to leverage the site's full potential.

One of the action items resulting from the first Visioning Conference was to develop and agree upon a geographic scope for the GPA. Decision makers challenged the Working Group to "think big" and go beyond the boundaries presented as Option C. The Working Group recently developed a refined geographic scope, as presented on pages 6 and 7 of this packet. A summarized version is presented below that illustrates the core "Area of Study" and a surrounding "Area of Influence". Since July 2008, additional activites and related measures have included the following:

- Planning charrette held last September, in which ideas related to park development, land use relationships, and access strategies were brainstormed and discussed during full group and breakout sessions.
- Passage of Measure WW by voters in Alameda and Contra Costa Counties, which will provide \$5.4 million towards the design and construction of Gateway Park.



- The City's portion of the former Oakland Army Base is in the beginning stages of redevelopment. The master developers' proposals have narrowed from thirteen to four, and once again down to just two final proposals that are due in mid-January 2009.
- Caltrans, BATA, CTC and the City of Oakland have been in discussions and negotiations regarding the potential land swap involving the Caltrans Maintenance Complex. These negotiations will continue in 2009. The Maintenance Complex land transaction between Caltrans and the City of Oakland is critical to the success of this scope. Successful land assembly enabling an expansion of parkland is key to realizing the site's true potential.

Developing a Master Plan for the GPA is the next logical step. Potential outcomes of the Visioning Conference II may include specifying a scope of work, identifying funding sources, determining the lead agency or agencies, and getting the Master Plan underway by the middle of 2009. The next few pages provide updates on related projects, and core elements of a Master Plan are discussed.



# PROJECT UPDATES GT UPDATES

The GPA will be going through tremendous change over the next 10 years. There are many projects within the area, some of which are closely connected. This section provides updates for projects within the immediate GPA (also referred to as "Area of Study"), and for projects within an "Area of Influence".

#### **GPA Projects**

- · City of Oakland Army Base Redevelopment
- · Caltrans Maintenance Facility
- Bicycle/Pedestrian Pathway
- Gateway Park

#### Area of Influence Projects

- · Port of Oakland
- EBMUD

#### City of Oakland Army Base Redevelopment

In July 2008, the City of Oakland selected four master developers through a Request for Qualifications (RFQ) process to develop 108 acres of the former Oakland Army Base. Of the four developers pre-selected through a RFQ process, Federal Development, LLC, and AMB/California Capital Group are the two remaining developers who will be submitting development proposals. The proposals are due on January 22, 2009. While Federal Development, LLC, focuses on retail and commercial development, the AMB/California Capital Group emphasizes industrial land uses that support the City and Port of Oakland. The City is expected to select a master developer in Spring 2009 and enter into an exclusive negotiation agreement in Summer 2009.



#### **Caltrans Maintenance Facility**

The City of Oakland, Caltrans, BATA and CTC have been exploring a land swap that would move Caltrans and BATA's maintenance complex to a new location off Wake Avenue north of West Grand Avenue. The relocation would offer the following opportunities 1) build a new maintenance complex, 2) extend Gateway Park, and 3) create more economic development. By extending Gateway Park eastward from the mole, the IERBYS historic building could be incorporated into the park and serve a public function. The City and Caltrans are expected to conclude the negotiations in early 2009.



Maintenance Facility - Preliminary Design

#### **Bicycle/Pedestrian Pathway**

The land swap might also have a positive impact on the proposed bicycle/pedestrian pathway and Gateway Park as it might facilitate better integration with adjacent land uses.

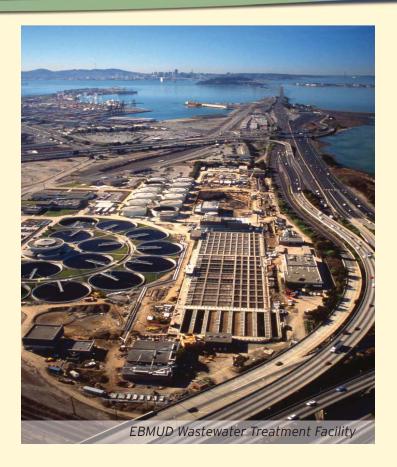
A bicycle/pedestrian pathway from Emeryville to the new East Span of the Bay Bridge will be designed and built by Caltrans. The pathway will be built in two phases. Segment 2, a pathway connecting Shellmound Street in Emeryville and Maritime Street, is planned to be completed in 2011. Segment 3 will extend westward parallel to the Eastbound I-80 and connect to the new East Span bicycle/pedestrian path. It is planned to be completed by 2013 opening concurrently with the new East Span.



#### **Gateway Park**

Passage of the EBRPD's Measure WW on November 4, 2008 with a two- thirds vote by Alameda and Contra Costa County voters was exciting news. Of the \$500 million to be raised by Measure WW, \$375 million will fund regional park acquisitions and capital projects, including \$5.4 million earmarked for the establishment of Gateway Park as a new regional shoreline park. The EBRPD envisions the park to be a bicycle trail hub connecting the new Bay Bridge bicycle access to the East Bay and the Bay Trail. This inter-modal node will include parking, promenade, fishing access, landscape improvements, and facilities to interpret the natural and historic resources of this site.





#### Port of Oakland

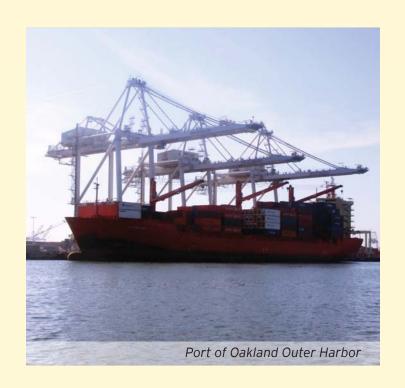
Recently, the Port of Oakland selected four out of nine teams which responded to the Outer Harbor Terminal Concession Request For Qualifications (RFQ). By February 2009, the four teams will submit proposals for a long-term concession of Berths 20 through 24. The concession is expected to start in January 2010. The approach for the concession agreement involves an extended usage term (e.g., 50 years), with the goal of best enabling the Port to achieve a number of objectives, including but not limited to growing Port cargo throughput, maximizing the indirect economic benefit from Port operations to the surrounding local community and the region, and contributing to air quality improvement in alignment with the Port's Maritime Air Quality Policy Statement to reduce the health risk from seaport sources of diesel emissions by 85% by the year 2020.

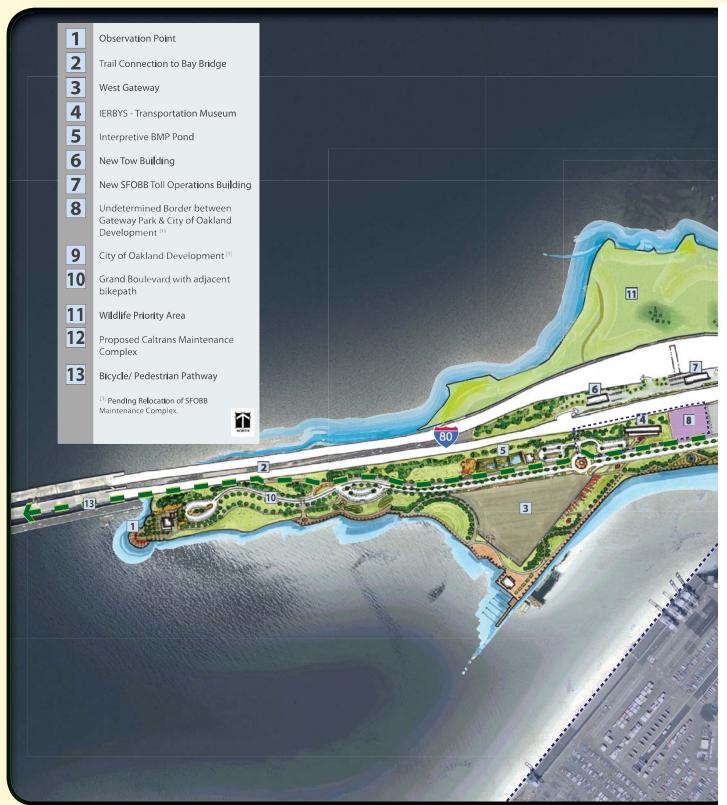
In January 2009, the Port intends to solicit a RFQ for a master lease agreement for the operation and maintenance, and long-term design, construction and finance of facilities on approximately 168 acres of the former Oakland Army Base and other lands owned by the Port. Proposals are due in February 2009. The proposed master lease agreement will commence on January 1, 2010.

#### **EBMUD**

The East Bay Municipal Utility District (EBMUD) treats an average of 75 million gallons of wastewater per day at its Main Wastewater Treatment Plant (MWWTP) from residents living in the East Bay communities, including Alameda, Albany, Berkeley, Emeryville, Oakland, Piedmont, and Stege Sanitary District (Kensington, El Cerrito, and portions of Richmond). Treated wastewater from the MWWTP is conveyed through a 9 foot diameter outfall that runs westward from the plant site to the base of the San Francisco - Oakland Bay Bridge. EBMUD also operates a dechlorination facility located near the base of the Bay Bridge that is used to remove chlorine from the treated wastewater prior to discharge to San Francisco Bay. These critical facilities must be protected at all times to ensure continuous and reliable wastewater service for East Bay residents.

EBMUD continues to implement projects in support of its renewable energy program with a goal of becoming 100 percent energy self-sufficient and selling excess power produced on-site. EBMUD recently acquired the 15.9-site adjacent to the MWWTP (former U.S. Army Reserve Center) and is currently evaluating land use options. Potential alternatives include facilities to meet future regulatory compliance requirements, renewable energy projects, and improvements to existing treatment processes.





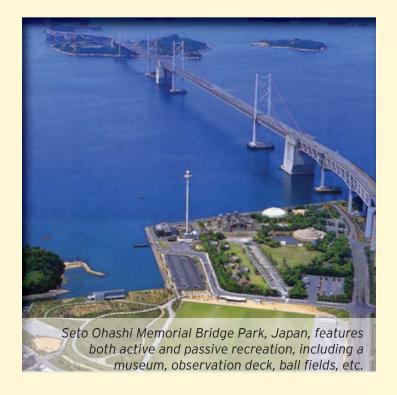


## Core Elements - Waterfront Park

The Gateway Park Area is situated on one of the most spectacular pieces of land in the region. Whether the GPA will include passive uses, such as observation, environmental interpretation, bicycling and jogging, or more active uses, such as a museum or entertainment venue, the site calls for a world-class waterfront program that encourages outdoor activity, celebrates the area's history, and provides connection with nature.

Precedents of waterfront parks are found locally and around the world. Common themes found in successful waterfront parks are 1) public access to shoreline, 2) wide-ranging park programs attracting visitors, 3) iconic features, and 4) environmental conservation. Images presented on this page illustrate some of the attributes of successful open space/ waterfront development.

With access to the San Francisco Bay waterfront, the GPA has a unique opportunity to create a valuable public space with a variety of uses. The sites shown below are harmonious with the site's natural amenities and integrate human activities into the landscape. The GPA can activate its waterfront with public use, allowing for a variety of activities designed around interpretation, education and recreation. It can also functionally serve the surrounding area while creating a physical and visual connection with the environment.











Above: Left to Right, Bridge-shaped Sculptural Fountain at Seto Ohashi Memorial Bridge Park, Japan; Maritime Heritage at Middle Harbor Park, Oakland; Akashi Kaikyo Bridge Museum, Japan; Millennium Park, Chicago



### **Core Elements - Museum**

Historically the GPA has been a hub for both maritime and land transportation, and it waits to be celebrated. Through exhibits, interpretations, and public art, visitors may explore the geography, technology, and history as they relate to life in the Bay Area and the American West. Through active site appreciative design, educational opportunities and community events, museums become more than just a hall of artifacts; they become an epicenter of inquiry and discovery.

A museum at the GPA may serve as a center of public gathering and as an iconic feature of the park, as well as educating visitors. Programming a museum into future development will benefit the site's historic and geographic setting, as well as potentially allowing adaptive reuse of historic structures.

Precedents (see images below) draw upon themes unique to each site to inspire one-of-a-kind designs for the museums, whether it be a formal gesture found in the undulating living roof of the California Academy of Science, an ornate pedestrian overpass extending out of the Museum of Glass, or the historic preservation of a neighborhood in the case of California State Railroad Museum. Designs of the three examples make them landmarks and celebrate their settings and histories.

Common characteristics found in successful museums include 1) inspiring exhibits, 2) site appreciative design that honors setting and history, and 3) sustainable design.

#### California State Railroad Museum Sacramento, CA



Life-like exhibits invite visitors to become a part of history

Museum of Glass Tacoma, WA



Chifuly Bridge of Glass spans 500 feet in length, connecting downtown Tacoma and the Museum of Glass

California Academy of Sciences San Francisco, CA



Green roof acts as natural insulation, ventilation and rain water storage



tored railroad cars and locomotives are part of the rich collection of artifacts



Cone-shaped tower symbolizes a sawdust oven, reflecting wood mill industry rooted in Pacific Northwest history



Innovatively designed LEED Platinum buildi houses a rain forest, planetarium and a Tyrannosaurus Rex

### Core Elements - Access Core Elements - Access

Public access is one of the central themes and a unifying element of the GPA. Access to jobs, parkland and the public waterfront is key to creating successful development in the GPA. Although at a veritable crossroads, the site is walled in by freeways, seaport and rail corridors. The barriers inhibit access to the site; therefore providing connections and passage to and from the surrounding West Oakland and broader Bay Area community is paramount.

The following access strategies were identified at the September 2008 planning charrette and warrant further exploration:

- Taking a holistic approach in order to serve all modes and users.
   Through master planning, land use and access should be coordinated and work in harmony. In considering transportation improvements, both engineering and urban design solutions should be considered.
- Potentially designating West Grand Avenue, Maritime Street and Mandela Parkway as access corridors to the GPA. West Grand Avenue should be the main access corridor, with frequent transit service. The improvements discussed at the charrette include a connection over freeway/rail to West Oakland, realignment of West Grand Avenue, and frequent transit service on West Grand Avenue. Through master planning, these corridors will be evaluated for feasible access to the GPA.
- Providing multimodal access to and within the GPA and on-site. Focus should be placed on balancing different modes of transportation and different users. One of the concerns is compatibility of truck traffic along Maritime Street with GPA development.



# Next steps Steps

2009 will be an important year in advancing activities related to the development of the Gateway Park Area. The Working Group is asking the key stakeholders to provide immediate support and take action on the steps necessary to define the project.

The Working Group would like approval to begin the project scoping documents for the areas defined in this package. Using the Caltrans vernacular, we would like to get specific approval to fund a \$1 million Project Initiation Document (PID). The document is expected to take 18 months to deliver. We would like the commitment of funds to come from key stakeholder members.

The PID would be an engineering report defining a broad understanding of the proposed project. It would provide the stakeholders with the proposed scope, schedule and estimated cost of the project. The document would articulate a clearly defined purpose and need for the project. The document would also initiate the process of public outreach to develop consensus on the vision that reflects the values of the community.

The Working Group's expectation is that the PID will define Gateway Park, as shown on pages 6 and 7 of the Welcome Packet, including roadways, pathways, Museum and all supporting infrastructure.

It is expected that the Bay Area Toll Authority would be the contract administrator for the architectural and engineering work necessary to produce this document. The Gateway Park Visioning Group members would direct the work product, with the Toll Bridge Program Oversight Committee providing policy direction.



### **NOTES**

#### **Invited Guests**

Will Kempton, Caltrans Bijan Sartipi, Caltrans Dan McElhinney, Caltrans Tony Anziano, Caltrans Kenneth Terpstra, Caltrans Clive Endress, Caltrans Matthew Goetz, Caltrans Steven Hulsebus, Caltrans Elizabeth Krase, Caltrans Lissa McKee, Caltrans Alec Melkonians, Caltrans Mark Shindler, Caltrans Nidal Tugan, Caltrans Steve Heminger, BATA Andrew Fremier, BATA Rod McMillan, BATA John Goodwin, BATA Peter Lee, BATA Jason Weinstein, BATA Steven Wolf, BATA John Barna, CTC Stephen Maller, CTC Dina Noel, CTC Will Travis, BCDC Joe LaClair, BCDC Brad McCrea, BCDC Pat O'Brien, EBRPD Bob Doyle, EBRPD Mike Anderson, EBRPD Larry Tong, EBRPD

Mayor Ron Dellums, City of Oakland Dan Lindheim, City of Oakland Gregory Hunter, City of Oakland Al Auletta, City of Oakland Iris Starr, City of Oakland Hui Wang, City of Oakland Omar Benjamin, Port of Oakland Lawrence Dunnigan, Port of Oakland James Kwon, Port of Oakland Delphine Prevost, Port of Oakland Michael Roberts, City of Emeryville Henry Gardner, ABAG Laura Thompson, ABAG David Williams, EBMUD Kurt Haunschild, EBMUD Vince De Lange, EBMUD Christine Monsen, ACTIA Susan Moore, U.S. Fish and Wildlife

#### **Working Group Members**

Kenneth Terpstra, Caltrans
Rod McMillan, BATA
Stephen Maller, CTC
Brad McCrea, BCDC
Bob Doyle, EBRPD
Al Auletta, City of Oakland
Delphine Prevost, Port of Oakland
Laura Thompson, ABAG
Vince De Lange, EBMUD

